

### **Coordinating Agency:**

Department of Labor/Occupational  
Safety and Health Administration

### **Cooperating Agencies:**

Department of Defense  
Department of Energy  
Department of Health and Human Services  
Department of Homeland Security  
Environmental Protection Agency

## **INTRODUCTION**

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### **Purpose**

The Worker Safety and Health Support Annex provides the mechanism for coordinated Federal support to assist Federal, State, tribal, and local response and recovery organizations in ensuring response and recovery worker safety and health during incidents requiring a coordinated Federal response. The annex, coordinated by the Department of Labor/Occupational Safety and Health Administration (DOL/OSHA), describes the technical assistance, services, and other support to ensure that response and recovery worker safety and health risks are anticipated, recognized, evaluated, communicated, and consistently controlled, thereby ensuring that response and recovery workers are properly protected during an incident requiring a coordinated Federal response.

### **Scope**

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This annex describes supplemental assistance provided to Federal departments and agencies and State, tribal, and local governments to support and facilitate the protection of responder and recovery worker safety and health in an incident requiring a coordinated Federal response. While this annex addresses the coordination and provision of technical assistance for incident safety management activities, it does not address public health and safety.

Coordination mechanisms, policies, and processes to provide technical assistance for incident response and recovery worker safety and health management activities include anticipation, identification, and management of risks and their hazards. These mechanisms also include the assessment and analysis of health risks from occupational exposures, in a coordinated manner to facilitate incident risk management for response and recovery workers.

This annex addresses technical assistance and support provided for response and recovery worker safety and health in the changing requirements of domestic incident management to include preparedness, response, and recovery actions. Activities within the scope of this annex include development of health and safety plans, identifying and assessing health and safety hazards, conducting response and recovery exposure monitoring, collecting and managing data, providing technical assistance and support for personal protective equipment programs, incident-specific response and recovery worker training, medical surveillance, providing exposure and risk management information, and providing technical assistance to include industrial hygiene expertise, occupational safety and health expertise, engineering expertise, and occupational medicine expertise.

This annex promotes a consistent approach to response and recovery worker protection in preparation for, and during, an incident requiring a coordinated Federal response.

### Policies

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Private-sector and Federal, State, tribal, and local employers have the responsibility to ensure the safety and health of their employees.

The Assistant Secretary for Occupational Safety and Health within DOL coordinates national preparedness, response, and recovery actions related to this annex.

DOL/OSHA assistance through the implementation of the Worker Safety and Health Support Annex may also be requested by Emergency Support Functions (ESFs) or individual agencies during an incident.

Safety and health issues and tasks are prioritized in cooperation with Federal departments and agencies and with State, tribal, and/or local governments, and in coordination with the Joint Field Office (JFO) Unified Coordination Group.

Several Federal and State agencies, including DOL/OSHA and the Environmental Protection Agency (EPA), have oversight authority for response and recovery workers and response operations. While these agencies retain their authorities, they are expected to work cooperatively and proactively with Federal, State, tribal, local, and private-sector response and recovery workers to ensure the adequate protection of all response and recovery workers.

### CONCEPT OF OPERATIONS

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#### General

DOL/OSHA coordinates Federal occupational safety and health assets to be provided to Federal, State, tribal, and local response and recovery workers to support the overall response and recovery operations.

DOL/OSHA coordinates among Federal agencies; State, tribal, and local governments; and private-sector organizations involved in incident response; provides proactive consideration of all potential hazards; ensures management of all safety resources needed by responder and recovery workers; and shares responder and recovery worker risk assessment and risk management information.

As the coordinator for the Worker Safety and Health Support Annex, DOL/OSHA facilitates resolution of any technical or other disputes involving worker safety and health. In the case of a dispute that cannot be resolved, DOL/OSHA will summarize the disputed areas for presentation to the Incident Command Post (ICP) Safety Officer (for site-specific issues), the Interagency Worker Safety and Health Coordinating Committee at the JFO (including representatives from State Organizations), the Unified Coordination Group, and/or the Assistant Secretary for DOL/OSHA for resolution.

### ORGANIZATION

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#### Headquarters Level

DOL/OSHA coordinates the activities of the Federal agencies that provide response and recovery worker safety and health technical support during incidents requiring a coordinated Federal response.

DOL/OSHA and cooperating agencies provide staff to support the National Response Coordination Center and the Incident Management Planning Team.

#### Regional and Field Levels

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DOL/OSHA and cooperating agencies provide staff to support the Regional Response Coordination Center and the JFO.

Within the JFO, the JFO Safety Coordinator ensures that the Chief of Staff and the Unified Coordination Group receive coordinated, consistent, accurate, timely safety and health information and technical assistance to ensure the safety of the personnel in the JFO. In addition, the JFO Safety Coordinator convenes the Interagency Safety and Health Committee, of which OSHA is a member, if the Worker Safety and Health Support Annex is required. This committee is made up of representatives from the various agencies within the JFO.

The JFO Safety Coordinator and the representatives from DOL/OSHA and other cooperating agencies make up the safety function on the Unified Coordination Staff. Additionally, these representatives may serve as technical specialists in other JFO elements as required.

DOL/OSHA Area Offices throughout the Nation will help provide situational awareness necessary for the mitigation of responder and recovery worker risk reduction prior to and following an incident.

### PREINCIDENT COORDINATION

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#### Worker Safety and Health Support Coordination Committee

The Worker Safety and Health Support Coordination Committee provides steady-state coordination of the Worker Safety and Health Support Annex cooperative agencies. The committee also serves as a forum for emergent issues and a reviewing body for worker safety and health guidance documents, as well as a worker safety and health Federal coordination preparedness group.

The Worker Safety and Health Support Coordination Committee provides the integration of response and recovery worker safety and health assets needed for preparedness at all levels of government.

DOL/OSHA coordinates the committee through regular meetings and interagency exercises.

DOL/OSHA and the cooperating agencies will report to the Emergency Support Function Leaders Group on response and recovery worker safety and health asset readiness, as well as emergent issues.

**Preincident Planning Guidance Development and Distribution**

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DOL/OSHA works with other worker safety and health organizations to:

- Consolidate and distribute response and recovery worker safety and health-related guidance documents, regulations, and resources in one location.
- Develop and fund response and recovery worker training to ensure the training curricula are consistent in content and message for each level of responder and recovery worker (skilled support, operations level, etc.) and that they support the preparedness objectives listed in the National Incident Management System.
- Develop and disseminate an inventory of worker safety and health expertise and resources available for OSHA to use in its response to incidents requiring Federal coordination, and coordinate development of a strategy for their deployment.
- Develop and disseminate information on the likely hazards associated with potential incidents, and the preventive actions that can be taken to reduce or eliminate illnesses and injuries that may result from these hazards.

**ACTIONS**

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**Preincident**

The worker safety and health assets of DOL/OSHA and cooperating agencies support the following preincident actions at the headquarters, regional, and field levels:

- Ensuring that the Worker Safety and Health Support Coordination Committee meets regularly (but not less than quarterly) to proactively resolve coordination, administrative, and technical issues affecting responder and recovery worker safety and health.
- Maintaining a high level of awareness of the emergent issues affecting responder and recovery worker safety and health at other interagency response organizations, including the National Response Team (ESF #10).
- Providing technical assistance and document review for national preparedness and response plans.
- Participating in national- and regional-level incident preparation exercises at various levels of authority to ensure goals and objectives related to worker safety and health are met.

**Incident**

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The support provided through the Worker Safety and Health Support Annex will depend on specific incident hazards and the needs of the response and recovery organizations. Specific requests for assistance will be coordinated by the Department of Homeland Security (DHS)/Federal Emergency Management Agency and defined in mission assignments. The following functional assistance can be provided under this annex:

### Worker Safety and Health Needs Assessment

- Providing occupational safety and health technical advice and support to the JFO Unified Coordination Staff, the Interagency Safety and Health Committee, the ICP Safety Officer(s) involved in incident management, and, if appropriate, at incident sites. DOL/OSHA and cooperating agencies will coordinate with Federal, State, tribal, and local officials to determine potential needs for worker safety and health support, including participating on DHS Incident Management Assist Teams (IMATs), as requested.
- Identifying and assessing health and safety hazards and analysis of the incident environment, including response and recovery worker safety monitoring as necessary.
- Assessing response and recovery worker safety and health resource needs and identifying sources for those assets.
- Providing technical assistance to include industrial hygiene expertise, occupational safety and health expertise, engineering expertise, and occupational medicine.

### Health and Safety Plans

Managing the development and implementation of a site-specific health and safety plan (HASP) and ensuring that plans are coordinated and consistent among multiple sites, as appropriate.

### Safety and Health Assessment

Managing and providing support and assistance in the monitoring of response and recovery worker safety and health hazards, including providing:

- Onsite identification and analysis of safety hazards.
- Identification and analysis of response and recovery worker health hazards by personal exposure monitoring, as needed, including task-specific exposure monitoring for chemical and biological contaminants and physical stressors (e.g., noise, heat, cold, ionizing radiation).
- Evaluation of risks from known and emergent hazards.

### Personal Protective Equipment

- In coordination with the Logistics Section, providing technical assistance and support for response and recovery worker access to required personal protective equipment (PPE) and the supplemental distribution of such PPE on an ad-hoc basis.
- Providing assistance in the implementation of a respiratory protection fit-test program when required.

### Data Management

Providing technical assistance and support in coordinating the collection and management of data such as response and recovery worker exposure data (or OSHA 300 or equivalent accident/injury documentation data) to identify trends and facilitate data-sharing among response organizations.

### Training and Communication

- Coordinating and providing incident-specific response and recovery worker training.
- Communicating worker safety and health information to response and recovery workers, labor unions, employers, contractors, and other organizations.
- Providing technical assistance and support in the development and distribution of materials for the prevention, awareness, and abatement of safety and health hazards.

### Response and Recovery Worker Health and Medical Surveillance

- In coordination with ESF #8, providing technical assistance, advice, and support for medical surveillance and monitoring as required by regulation (e.g., asbestos and lead).
- Evaluating the need for longer term epidemiological followup and medical monitoring of response and recovery workers.
- Providing technical assistance and advice on identifying appropriate immunizations and prophylaxis for response and recovery workers.
- Providing technical assistance and support for maintenance of psychological resiliency of response and recovery workers.

### Postincident

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Following an incident, DOL/OSHA will lead an after-action discussion regarding worker safety and health among the ESFs, cooperating agencies, and all affected parties to identify lessons learned and implement measures to improve future response actions.

## RESPONSIBILITIES

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### Coordinating Agency

DOL/OSHA:

- As annex coordinator, provides coordination of technical support for responder and recovery worker safety and health.
- Leads the resolution of technical, procedural, and risk assessment conflicts, if necessary, through formal recourse to the ICP Safety Officer or JFO Unified Coordination Group.
- Chairs the Worker Safety and Health Support Coordination Committee.
- Collects and manages incident exposure and injury/illness data for effective use of resources during and after the incident.

Cooperating Agencies

Agency	Functions
<b>Department of Defense/U.S. Army Corps of Engineers (USACE)</b>	Deploys Safety and Occupational Health (SOH) professionals to provide technical assistance to USACE ESF #3 missions.
<b>Department of Energy (DOE)</b>	Maintains the Federal Radiological Monitoring and Assessment Center (FRMAC), the Radiological Assistance Program (RAP), the Aerial Measurement System (AMS), the Atmospheric Release Advisory Capability (ARAC), and the Radiation Emergency Assistance Center/Training Site (REAC/TS). Each of these DOE elements consists of deployable responder assets to a radiological incident upon request of a local, tribal, State, or other Federal agency. These assets may be deployed individually or, under the FRMAC, in conjunction with EPA or DOE response teams.
<b>Department of Health and Human Services</b>	<b>National Institute for Occupational Safety and Health (NIOSH)</b> <ul style="list-style-type: none"> <li>Provides technical support and expertise in the characterization of complex, unknown, and multiple-contaminant worker exposures.</li> <li>With DOL/OSHA, collaborates in all areas and ensures that their collective safety and industrial hygiene assets are aligned to produce consistent and vetted advice.</li> </ul>
	<b>Agency for Toxic Substances and Disease Registry (ATSDR)</b> With DOL/OSHA, provides information and technical support on: the toxic effects of chemicals based on peer-reviewed studies; emergency medical management information specific to potential exposures; worker protective measures, including selection of appropriate respiratory protection and chemical protective clothing; action levels to upgrade the protective ensemble; and appropriate means of monitoring hazards.
	<b>National Institute of Environmental Health Sciences:</b> Provides: <ul style="list-style-type: none"> <li>Training technical assistance such as instructional staff, curriculum-development experts, subject-matter experts, and professional staff.</li> <li>Safety training to worker target populations with respect to the nature and location of the incident and the particular hazards.</li> <li>Assistance and support in the development and delivery of site-specific health and safety training through appropriately qualified Worker Education and Training Program awardee instructional staff.</li> <li>Assistance such as respirator fit-testing and distribution of PPE.</li> </ul>
<b>Department of Homeland Security</b>	<b>U.S. Coast Guard:</b> Performs functions identified in the ESF #10 – Oil and Hazardous Materials Response Annex and other applicable annexes.
	<b>Federal Emergency Management Agency:</b> Provides safety and health expertise and reach-back within its organization.
<b>Environmental Protection Agency</b>	Performs functions identified in the ESF #10 – Oil and Hazardous Materials Response Annex, the Nuclear/Radiological Incident Annex, other applicable annexes, and the National Oil and Hazardous Substances Pollution Contingency Plan.

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